

CLARENDON COUNTY  
SOUTH CAROLINA  
INITIAL  
RECONNAISSANCE SURVEY



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RECONNAISSANCE SURVEY

PREPARED FOR THE  
COUNTY OF CLARENDON  
BY THE  
OFFICE OF THE GOVERNOR  
ADMINISTRATIVE DIVISION  
LOCAL AND REGIONAL ASSISTANCE

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ABSTRACT: A standard Reconnaissance Survey conducted in accordance with HUD 701 requirements and designed to identify the problems and needs of the locality that can be beneficially affected by planning and to devise a comprehensive planning program tailored to the locality's problems and needs.

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# RECONNAISSANCE SURVEY FOR CLARENDON COUNTY

## PURPOSE OF THE REPORT

The Initial Reconnaissance Survey for Clarendon County was conducted during the summer of 1972 as a joint effort by Clarendon County officials, the Santee-Wateree Regional Planning Council, and the Office of the Governor, Administrative Division, Local and Regional Assistance.

The basic intent of the study was to analyze the key issues, opportunities, and development objectives in the county and evaluate the effectiveness of the county's comprehensive planning program as a vehicle for dealing with the present and future problems and prospects confronting Clarendon County.

As a result of this analysis, the report makes recommendations pertaining to the county's organization for planning, the quality and effectiveness of past planning efforts, and the type of planning work in which the county should be engaged during the coming years. The report concludes by recommending a schedule of planning work for the county including a description of each planning task to be undertaken, estimated cost and schedules for such work (based on a five year planning period to be updated annually, with a specific program for the first year broken out in detail), and staff needs.

The five year schedule of planning work as recommended in this Reconnaissance Survey will be used by the Santee-Wateree Regional Planning Council and the Division of Administration, Local and Regional Assistance, as a primary basis for scheduling specific studies and planning work.

## CLARENDON COUNTY - A SUMMARY ANALYSIS

### GENERAL INFORMATION

#### Location

Clarendon County lies in the east central portion of South Carolina. The southern boundary and a portion of the western boundary is formed by Lake Marion. Neighboring counties are Sumter, Florence, Williamsburg, Berkeley, Orangeburg, and Calhoun. Manning is the county seat and is about 63 miles from Columbia, 19 miles from Sumter, and 47 miles from Florence. Interstate 95 passes through Clarendon County along a general northeast direction, crossing Lake Marion to the south. Route 301 essentially parallels I-95 and also crosses Lake Marion near the same point. The county is also situated along two main tourist routes — one toward Florida and the other toward the South Carolina coast.

#### Tabular Survey of Selected Socio-Economic Characteristics

The following five tables dealing with population, housing, economies, and labor are presented as a group, not only for general information, but as a future reference to topics discussed in the next major section — "Development Decisions Facing Clarendon County."

Some of the tables are accompanied by various comments which point out typical observations from the data.

The data itself is presented in such a manner that comparisons with neighboring counties can be made. These counties in addition to Clarendon are Lee, Sumter, and Kershaw, all of which are represented by the Santee-Wateree Regional Planning Council.



TABLE 1

GENERAL POPULATION CHARACTERISTICS

Year	Lee County			Clarendon County			Sumter County			Kershaw County		
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
1940	24,908			31,500			52,463			32,913		
1950	23,173	11,450	11,723	32,215	15,839	16,376	57,634	28,275	29,359	32,287	15,895	16,392
White		3,786	3,878		4,688	4,691		12,434	12,175		8,291	8,255
Non-White		7,664	7,845		11,151	11,685		15,841	17,184		7,604	8,137
1960	21,832	10,710	11,122	29,490	14,339	15,151	74,941	37,335	38,606	33,585	16,376	17,209
White		3,596	3,863		4,576	4,784		20,572	19,274		9,919	10,303
Non-White		7,114	7,259		9,763	10,367		16,763	18,332		6,455	6,900
1970	18,323	8,926	9,397	25,604	12,172	13,432	79,425	39,386	40,039	34,794	16,794	17,933
White		3,555	3,801		4,675	5,032		23,444	22,370		11,569	12,045
Non-White		5,368	5,596		7,486	8,384		15,713	17,373		5,192	5,854

Source: U. S. Census of  
Population

Observations of Table 1

During the thirty-year period between 1940 and 1970, the general population of Clarendon County declined by 5,896. The decline was continuous for the thirty-year period, occurring mostly in the nonwhite group.

Since 1950, at least, the nonwhite population has outnumbered the white, but the greatest percent of decrease has occurred in the nonwhite group, and furthermore it has been more rapid than the white. By and large, this nonwhite outmigration has been caused by the decline of the small, family farm and the mechanization of remaining farm work.

TABLE 2

TYPES OF WATER AND SEWER SYSTEMS FOR HOUSING UNITS

	Lee County		Clarendon County		Sumter County		Kershaw County	
	1960	1970	1960	1970	1960	1970	1960	1970
All housing units	5,286	5,178	7,119	7,250	19,748	22,705	9,737	11,494
<u>Source of Water</u>								
Public System or Private Company	943	1,335	1,514	1,867	10,075	12,837	4,294	6,113
Individual Well	2,965	3,351	4,584	5,146	6,758	8,836	3,832	4,401
Other	1,378	485	1,021	249	2,915	1,039	1,561	899
<u>Sewage Disposal</u>								
Public Sewer	743	1,112	702	1,591	8,399	9,574	2,414	3,235
Septic Tank or Cesspool	1,230	2,130	1,966	2,783	5,436	8,964	3,692	6,316
Other or None	2,303	1,928	4,451	2,888	5,913	4,174	3,631	1,862

Source: U. S. Census of Housing

Observations of Table 2

Although the total number of housing units increased between 1960 and 1970, it is estimated that many of these were built as second homes on Lake Marion.

Only a small portion of the total housing units has either public water or sewer, with fewer having access to public sewer. Between 1960 and 1970, there was a significant decrease in the number of housing units having no sewer facilities at all.

TABLE 3

SELECTED HOUSING CHARACTERISTICS

(Plumbing Facilities, Ownership)

	Lee County		Clarendon County		Sumter County		Kershaw County	
	1960	1970	1960	1970	1960	1970	1960	1970
All Housing Units	5,286	5,178	7,119	7,567	19,748	22,723	9,737	11,494
With all plumbing facilities	1,695	2,926	2,304	4,044	11,143	17,562	4,952	8,736
Flush toilet (exclusive use)	1,900	5,213	2,608	4,376	13,260	18,874	5,962	9,484
Flush toilet (shared)	51	17	23	9	483	48	122	30
Other toilet facilities or none	3,335	1,942	4,488	2,865	6,005	3,783	3,653	1,898
Owner occupied	2,115	2,658	2,744	3,691	8,335	11,520	5,448	7,451
White	1,513	1,824	1,681	2,277	5,612	7,728	4,075	5,824
Negro	602	834	1,063	1,414	2,723	3,688	1,373	1,627
Renter occupied	2,594	1,964	3,449	2,710	9,464	9,457	2,896	2,539
White	610	525	789	709	4,849	5,400	1,479	1,514
Negro	1,984	1,439	2,660	2,001	4,615	4,005	1,417	1,020

Source: U. S. Census of Housing

TABLE 4

RETAIL AND WHOLESALE TRADE

<u>RETAIL TRADE</u>	Lee County	Clarendon County	Sumter County	Kershaw County
1963				
Establishments (no.)	155	258	589	361
Sales X \$1,000	11,060	18,389	68,264	29,395
1967				
Establishments (no.)	187	271	598	420
Sales X \$1,000	13,705	23,104	89,643	41,795
<u>WHOLESALE TRADE</u>				
1963				
Establishments (no.)	12	15	69	32
Sales X \$1,000	3,345	5,379	31,988	11,565
1967				
Establishments (no.)	14	16	76	29
Sales X \$1,000	6,344	6,108	38,798	10,056

Source: U. S. Census of Business

TABLE 5

WORK FORCE ESTIMATES

Annual Average	LABOR FORCE				UNEMPLOYED				% OF TOTAL WORK FORCE UNEMPLOYED				AGRICULTURAL EMPLOYMENT			
	Lee County	Clarendon County	Sumter County	Kershaw County	Lee County	Clarendon County	Sumter County	Kershaw County	Lee County	Clarendon County	Sumter County	Kershaw County	Lee County	Clarendon County	Sumter County	Kershaw County
1967	5400	8950	27,150	14,150	700	550	1050	850	13.0	6.1	3.9	6.0	1800	2750	2400	1400
1968	5250	8600	26,600	14,550	450	550	1250	800	8.6	6.4	4.7	5.5	1750	2650	2250	1350
1969	5200	8100	27,750	15,650	400	350	1050	650	7.7	4.3	3.8	4.2	1600	2450	2100	1250
1970	5400	8300	26,950	16,050	500	500	1350	900	9.3	6.0	5.0	5.6	1600	2400	2150	1250
1971*	5350	8350	28,050	15,800	550	500	1350	950	10.3	6.0	4.8	6.0	1600	2350	2050	1200

\* Preliminary

Source: Work Force Estimates - S. C. Employment  
Security Commission

## DEVELOPMENTAL DECISIONS FACING CLARENDON COUNTY

Based on a series of personal interviews with county and town officials, and a cross-section of residents, conducted during the summer of 1972 by the staff of the Local and Regional Assistance Office, Division of Administration, Office of the Governor, the following is a summary of problems and conditions, along with planning priorities, which are believed to be critical to Clarendon County's development and which a comprehensive planning program could effectively treat.

### Housing

Like other rural counties in South Carolina that have a high proportion of low-income blacks, Clarendon County finds itself with a substantial amount of substandard housing. Many units in this housing category are deficient in either complete water and sewer systems or both.

Thus, leaders of Clarendon County place a high priority on housing projects which can provide adequate living facilities at a low cost.

Rental apartments in all price ranges, but particularly in the middle to upper price bracket, are most difficult to find. One of the primary needs for such apartments, it is reported, is temporary lodgings.

Also in short supply are rental houses and newly built houses to be put on sale. Moreover, only a limited number of houses in any price range can be found for sale at any given time.

Local officials are hopeful, therefore, that future planning efforts will encourage more residential (housing) development by specifying the most ideal areas for growth, and by stimulating the interest of local builders.



### Fire and Police Protection

The fire and police departments on the local level all appear to be at least adequate in their particular jurisdictions, that is, in and around city limits. However, the fire protection in the rural areas is quite inadequate. Both Manning and Summerton attempt to assist each other when one fire force becomes overpowered, but each is limited in out-of-town service by insurance regulations. Likewise these same regulations hinder the towns in their efforts to assist rural residents in need of fire protection. A fee of \$25 to \$50 is supposed to be collected from rural residents when fire service is provided, but the towns report this fee is seldom paid, or, for that matter, even asked for.

What is needed, according to local officials is a county fire service for rural protection in addition to the local departments. Such a system could possibly have rural substations at strategic locations throughout the county in addition to the local firehouses. It has been proposed that, even before any such substations were built, the county provide trucks to the local fire units which in turn would furnish the men, time, gas, oil and fire station facilities. Since all fire calls are taken through the local fire stations, local officials believe this would be a workable system for providing proper rural fire protection.

Numerous cases were cited where rural homes and property have been destroyed because of no rural fire protection. Thus increased rural fire protection is uppermost in the minds of many rural dwellers.

Clarendon County's Sheriffs Department, whose primary responsibility is all the county's rural areas, is able to patrol adequately. It should be pointed out that the sheriff's deputies, as well as local policemen, are usually called on to work long shifts.

However, one problem area for the department to cope with is the lakeside residential area. As many of these homes are occupied only seasonally or on weekends, they make favorite targets for vandals and looters. Because of limited funds and manpower, the Sheriffs Department is unable to expand its coverage in this area.

So, with the expected, further development around the lake, the situation will probably grow worse unless the county can provide for additional law enforcement manpower.

Finally, the county does not provide for a separate juvenile court system; and the chain gang camp is in need of repair.

### Solid Waste Disposal

Widespread dumping of solid waste by individuals has caused many residents some concern. It seems that several sites in the rural portions of the County have become favorite dumping places for anything from tin cans and paper to old refrigerators and mattresses. Near Lake Marion, tourists and campers contribute heavily to the litter problem as they often carelessly toss away cans, paper, and other light debris.

In an effort to correct these conditions, County officials have been considering county-provided, rural garbage service. However, the lack of sufficient operating money has prevented any action.

### Streets and Roads

Several complaints were heard about the lack of maintenance of rural, dirt roads throughout Clarendon County and the present system of paving priorities. According to the county supervisor, street and road maintenance is, indeed, incomplete, but his office, like many other county offices, is hampered by insufficient funds. As far as the road paving system is concerned, many residents feel that "political pull" is often the method employed for establishing paving priorities. Of course, these residents urge the county to base the paving schedule solely on existing needs.

Suggestions for improvements on existing highways included these:

Widen S. C. 261 to four lanes between Manning and I-95;

Widen U. S. 301 to four lanes between Manning and Summerton;

Establish a bypass for Manning by connecting S. C. 261 and U. S. 301. It is believed this connection would provide a more direct route for rural fire protection in the area. Furthermore, it is expected that this route would be an ideal stimulus for residential growth and tourist development.

### County Library

Actually, the county does not have a library or library system; however, a private library is found in Manning but open only to whites.

Apparently, this facility, nor a county facility, has been emphasized in the past.

Thus, strong, local interest exists for the development of county-wide library services; possibly including a main office near Manning with sub branches or mobile service for the rural areas.

### Education

The primary concern of the average Clarendon County resident is with the situations caused by recent court ordered school integration.

To be specific, there are four private schools in the county which, during the racial mixing of students in public schools, have taken on a tremendous number of white students. Many white parents, though financially unable, are sending their children to private schools to avoid integration. Reasons for the pull-out included examples of discipline breakdown, harassment, physical threats, and other related incidents. Furthermore, it is reported that several good teachers have left the public school system as a result of all the chaos. This situation, when combined with these other problems, has lowered the overall standards of the public school system, according to local leaders.

Repair wise, several of the public schools are in need of repair, but most are scheduled to be fixed. In addition, there was some comment on increased sidewalk facilities and additional traffic controls at several key intersections in Manning and Summerton.

Of particular need to Clarendon County is a county vocational school. Actually, plans are underway to build a vocational center near Manning. This center is of utmost importance in view of the large, untrained labor force and the fact that many of the young people now leaving Clarendon County for job opportunities could be schooled locally for local jobs.

#### Job Opportunities

Job opportunities in Clarendon County are quite limited, and as a result a substantial number of the County's young people are moving out. For the college trained, only a very few job types are available; likewise for trained professionals with the noticeable exception of the medical opportunities locally.

Blue collar workers fare considerably better finding mostly industrial or agricultural employment.

Actually, it appears that the employment situation is slightly better for women (black and white) than for men. This may be partly a result of the nature of the local industrial requirements. But with more plants employing men, it could be expected that the population would become somewhat more stable since wives must also leave if their husbands cannot find local work.

As evidence of the severity of the lack of employment opportunities is the fact that very few of Clarendon County's high school graduates remain in the County to work. Furthermore, a substantial number of residents in Clarendon County actually work elsewhere. It is likely that the majority of these people are originally from Clarendon County, and not wishing to leave their homes and families are forced to look beyond the county for work. Obviously, all this occurs with a tremendous financial loss to Clarendon

County's economy as many people often use their buying power where they earn their wages—which in many cases is in Sumter County.

#### Local Business Development and Shopping

Generally speaking, Manning businessmen say, business and shopping activity in their area has been steadily increasing over the past several years. Manning has seen the addition of several new stores and further development of the downtown section.

Summerton, on the other hand, has not been as prosperous, and, in fact, has found its business activity on the decline, excluding that of the motels, restaurants, and service stations. Also, vacant and run-down buildings in Summerton mark the place of former businesses and stores now closed down.

County wide, business leaders express a desire to see Clarendon County take a more active role in local business development and encourage more local shopping.

Sumter, the major urban area in Sumter County and at a convenient distance from Manning and Summerton, is the principal shopping center in the area. Offering a larger variety of goods at competitive prices, Sumter has been historically Clarendon County's main business competitor. However, many of the goods and services sought after in Sumter cannot be found, or can be found only in limited supply, in Clarendon County. Leading the list are various repair services, home supplies, various clothing stores, and medical services.

It was reported that in the past local businessmen have been somewhat skeptical of opening new restaurants and places of entertainment in view of nearby Sumter being such a powerful competitor. But it is also speculated that a poor race relationship is the reason why no one is willing to open places for public entertainment and recreation.

Nonetheless, it is generally believed that a strategically placed shopping center in Clarendon County would do quite well.

#### Zoning and Land Use Controls

Zoning ordinances and other land regulatory measures are all new to Clarendon County. Luckily, however, there have been few major land use abuses in spite of the fact neither the county nor the municipalities have ever passed and enforced any zoning ordinances or building codes.

Many county officials and residents are in favor of undertaking a county-wide zoning ordinance with particular emphasis on the Lake Marion area, which is rapidly developing.

On the other hand, segments of the county's population are opposed to any zoning whatsoever, but especially so on the local town level.

Therefore, it is suggested that the Clarendon County Joint Planning Commission make a strong effort to present the pros and cons of zoning to both groups such that each will have maximum knowledge in their consideration of proposed zoning.

Those favorable to zoning are particularly interested in making the maximum use of land adjoining I-95 for residential and commercial purposes.

#### Hospital and Medical Care

Overall, most residents rated the Clarendon County Hospital as adequate, but they felt the Summerton area was particularly deficient in its number of doctors and dentists. Residents of Summerton often must travel considerable distances for even routine medical appointments as practicing physicians and dentists in Manning usually keep a full waiting room. Other rural residents likewise have the same problem.

A county-provided ambulance (or emergency medical) service is based at the hospital. Suggestions for improvement deal mostly with a desire for more thorough training of ambulance attendants. Other EMS is provided by various local rescue squads throughout the county.

#### Recreation and Tourism

As far as being county administered, there are no recreational programs. In fact, there are few recreational programs of any kind. Local civic clubs sponsor little league baseball and football, and there are several softball leagues. Manning has one theater, which is the only one in the county, incidentally. County wide, there are no bowling alleys, public swimming pools, skating rinks or other such common recreation facilities. To utilize such facilities, most Clarendon County residents normally go to Sumter. Parents of teenagers are particularly disturbed that their children must leave their own area and travel considerable distances to find the usual recreational outlets.

Two nearby state parks are the Santee State Park on Lake Marion (the back side of Lake Marion relative to Clarendon County) and Poinsett State Park in Sumter County. Actually, both are located on the Wateree (Santee) River and provide good fishing, swimming, boating, and camping. Abundant water supply and suitable lands make for excellent fishing and hunting, especially near the Lake Marion section. Local residents make the most of this, but hunting without trespassing is becoming increasingly difficult.

Of course, Lake Marion is the main source of outdoor recreation for residents of Clarendon County, but it also attracts thousands of others annually to its rich fishing waters and camping sites. Many local residents maintain lakefront cottages and second homes there.



As the primary tourist attraction in the area, Lake Marion has even greater potential in the future. However, it was suggested by some that more public oriented facilities are needed. These would include more boat landings, camping sites, parks and playgrounds. Additional suggestions pointed out the need for further advertising of the lake area--possibly including more outdoor type advertisements.

Elsewhere in this report are examples of how Sumter County, in various ways, draws from Clarendon County; however, the situation is reversed in the case of Lake Marion. Countless numbers of Sumter County residents make regular use of the lake.

In general, though, Clarendon County officials do not believe that the county is fully capitalizing on the tourist flow through the area and, therefore, are eager to see a planning program provide methods for dealing with the situation.

#### County Leadership

According to many of those interviewed, Clarendon County has long been politically divided. Towns have often been at odds with each other and the county administration, and all have failed to assert the proper aggressive leadership needed. With little cooperation between municipal and county governments, Clarendon County has lagged behind in many areas of development.

Recently, however, conditions appeared to be improving as the county initiated a comprehensive planning program by setting up a city-county joint planning commission.

It is hoped that this agency will be able to unify county and local governments in terms of cooperation with each other. Indeed, without such cooperation, the planning commission will be working at a distinct disadvantage.

### Industry

As the small family farm has been on the decline, county leaders have been placing more emphasis on industrial development.

According to the South Carolina Industrial Directory (1970-71) there are at least thirteen manufacturing plants across the county with combined employment of over one thousand. The largest single employer is an electrical appliance manufacturer whose employment exceeds 350 persons. Three other large plants manufacture various types of clothing, while a fourth deals in lumber. Most of the plants are centered around the Manning Community.

As mentioned elsewhere in this report, a considerable portion of the manufacturing employment is female. This is fine according to county leaders, but with more emphasis on male employment a more stabilized population might result.

Presently, there is limited diversification in the types of manufacturing, and it is felt by many that encouragement should be given to agricultural processing plants, which now are essentially nonexistent in Clarendon County.

## Lake Marion Development

Introduction: (South Carolina Public Service Authority) The South Carolina Public Service Authority is an Agency and a part of the Government of the State of South Carolina. This ownership is unique in that the State has no investment whatever but still owns all of the properties and assets of the Public Service Authority. The original financing (1938-1942) was by the United States through the Public Works Administration, later Federal Works Agency, by loan and grant. In 1950, the Authority sold bonds in the private market for the construction of a steam-electric generating station, the Jefferson Steam Plant, and in 1967, bonds were again sold in the private market for construction of an addition to this plant along with related transmission facilities.

The Authority was established by Act No. 887 of the Acts of the General Assembly of South Carolina for the year 1934 for the purpose of developing the Cooper, Santee, and Congaree Rivers as instrumentalities of interstate and intra-state commerce; for the production, distribution and sale of electric power; the reclamation and drainage of swampy and flooded land; and reforestation of lands around its lakes.

Lake Marion, a 110,600 acre reservoir has 450 miles of shoreline. It was constructed in the early 1940's by the state through its public service authority. Its original purpose of hydroelectric power, has been overshadowed by recreational opportunities. It has become one of the state's leading recreational areas.

As far as obtaining property on the lake or in the adjoining area is concerned, one either applies to the PSA for leasing privileges or tries to buy or rent from a private landowner. There was some criticism heard from local residents concerning the PSA's application procedure; it seems that some favoritism as to who comes first has been practiced in the past.

The Wateree is the longest river in the area. Known as the Catawba River in North Carolina, the name changes to the Wateree River at the mouth of the Big Wateree Creek near the Kershaw County line. The Wateree River then flows south to join with the Congaree River to form Lake Marion and the Santee River.

The Black River headwaters west of Bishopville in Lee County. The Black River flows south through Lee, Sumter and Clarendon Counties and is important for drainage in these counties.

The Pocotaligo River begins a few miles north of the town of Sumter in Sumter County. The Pocotaligo flows south through Sumter County to Manning in Clarendon County turning east to join the Black River. The Pocotaligo is the source of drainage for the towns of Sumter and Manning.

The Santee River is located in the southern section of the project area. The upper 56 miles of the Santee River is covered by Lake Marion.

Future Plans: Plans have been made by the South Carolina Public Service Authority and the South Carolina Department of Parks, Recreation, and Tourism to make the Santee-Cooper lakes area a major recreational development. This will include Lake Marion and adjacent land areas of Clarendon and Sumter Counties, Lake Moultrie to the southeast of the area and sections of Orangeburg, Calhoun,

and Berkeley Counties. In addition to recreational attractions, the plans prepared proposed the undertaking of additional commercial, residential, industrial, and transportation development in the vicinity of the lakes. If the plans developed are carried out, there could be substantial off-shoot development of various types undertaken elsewhere in Clarendon County adjacent to Lake Marion and the southeastern part of Sumter County. Thus, it could be very beneficial to the overall area economy if proposed development in the vicinity of Lake Marion is successfully undertaken. More jobs would be created and more outside money attracted to the area. While the recreational related positions which would be created would be welcomed, the most lasting benefit could come from off-shoot positions in non-seasonal and higher paying economic sectors.

Local Comment: Local residents consider the Santee-Cooper (Lake Marion) area to be the recreational gold mine of the future. Offering ideal fishing waters and a mild climate, Lake Marion attracts fishermen from all over the country. Many of these people are so impressed with the area that they invest in a lakeside lot and usually build on it shortly thereafter or in some cases after retirement. Of course, the majority of those maintaining second homes on the lake are mostly area residents, but a substantial number are from North Carolina. Indeed, it is speculated that North Carolina residents are presently investing in lakeside property at a faster rate than the local residents.

One reason the area is developing so fast residentially and holds such a great potential, is that the nearby coastal front, Myrtle Beach section primarily, has

become considerably crowded. Furthermore, oceanfront lots are unbelievably expensive when compared with the cost of investment of land on Lake Marion; thus, many people find Lake Marion an ideal alternative.

An interesting observation of recent trends in the Lake Marion development development is the large number of retired persons settling there as year-round residents. This may become somewhat of a problem in the future as Clarendon County lacks most of the usual facilities which cater to retired citizens. Most noticeably missing are recreational outlets and certain types of eating establishments. Somewhat related, but not restricted to any age group, is the need for a shrubbery and tree nursery near the lake's residential areas as many lake-area residents are interested in yard beautification.

Vital to future development of the area will be the alleviation of several major deficiencies. Perhaps basic to all present deficiencies is the lack of an interlinking highway system in the area. Under the present system, only I-95 and U. S. 301 (15) furnish primary roadway directly to Lake Marion; S. C. 260 carries traffic to the eastern most edge. These roads, it was reported, could be effectively linked to additional roadways branching off in perpendicular directions to the primary roads such that eventual tie-in with S. C. 261 and U. S. 521 near Manning would be possible. The important point, however, would be to provide an interlinking system of roads which could open up the more isolated portions of the lake area and adjoining vicinity.

The ultimate benefit of such a system would be increased fire and police protection in the now isolated areas. Furthermore, it is unlikely that much progress

will be made in water and sewer development in these isolated areas until they are opened by a roadway system.

There are essentially no public recreational facilities at all in the Lake Marion area. A few scattered, privately owned boatlandings and campsites are available by fee. Public beaches are strongly urged by non-lakefront lot owners. In fact, many of these people, primarily Clarendon County residents, are fearful that unless public beaches are soon constructed they will have no lake access at all.

Then there is the garbage problem. Actually, there is no garbage service at all for residents around Lake Marion. The county provides several dumps, but apparently many people do not know where they are or else are turned back by emanating foul odors. It is felt that better advertising pointing out specific directions to area dumps might encourage more people to use them, but then there are those who just do not bother at all to dump their garbage in the proper places. They simply throw it along the roadside. Compounding this problem is a substantial amount of cut tree limbs and other such debris which also is not collected. Renters, the week or weekend variety mostly, are particularly bad in their garbage disposal habits, it has been observed.

In an attempt to find a solution to this solid waste problem, the county is considering the use of the large, truck-lifted type garbage containers. It is hoped that these containers could be put at convenient and strategic places around the lake, and for that matter, throughout the rest of the county.

Since there are no water and sewer lines to the lake, residents rely on individual water wells and septic tanks, and herein lies another problem. Considering that Lake Marion is a relatively shallow lake, the addition of more septic tanks, even as far back as third and fourth row houses, will increase the possibility of seepage into the water. Such a situation would be disastrous to future development.

As mentioned elsewhere in this report, is the fact that there is no zoning in Clarendon County. However, lots leased by the PSA carry certain building restrictions. One of these states that a lot must be developed after four years from purchase. Land or lots sold by private owners carry no such restrictions. Thus, county officials are fearful that without adequate land use controls the development of Lake Marion, both commercially and residentially, will be haphazard and hindered.

Turning to another topic, the business leaders of Summerton estimate that only a small portion of the total tourist and vacation traffic headed toward Lake Marion along I-95 and U. S. 301 patronize the town. Most of them, it is believed, buy their gas, food, and other necessary supplies for their stay on the lake in Florence. Of course, some buying is done in Summerton but apparently not by the majority.

There are several reasons for this, and perhaps the most obvious is that a substantial number of first-time visitors or vacationers are unaware of the facilities in Summerton. Florence, much larger and more advertised than Summerton, naturally is a logical place for travelers to stop for supplies. Nonetheless, it is believed that with proper advertising and promotional campaigns travelers can be made aware of the facilities in Summerton long before they plan their trip, thus increasing buying activity locally.



Finally, the holding of over 50,000 acres on Lake Marion by the U. S. Federal Government as a wildlife refuge area could eventually play a part in residential development if portions of the land were released by the government. Incidentally, it has been recently observed that the usual number of migratory birds coming to the refuge has been decreasing. If this trend continues, possibly the release of portions of the refuge may occur. It should be pointed out, however, that most local residents consider the refuge with its visiting migratory birds to be a source of beauty and a necessity. Therefore, as long as the land is serving its intended purpose, they have no desire to have the refuge abandoned.

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Sources: Santee-Cooper 33rd Annual Report (1968)  
Santee-Wateree Resource, Conservation and Development Project Plan (1972)

### I-95 Impact

Before I-95 was completed through the county, it was anticipated that commercial establishments paralleling U. S. 301 and in the nearby towns would suffer a considerable loss of business, especially the service stations, motels, and restaurants. Indeed, at first some businesses were hurt and several service stations closed down. But it is reported that in the last six months or so these same businesses have seen their take-ins increase and that overall Clarendon County has suffered no major economic loss because of I-95.

On the contrary, new service stations, motels, and restaurants have opened near I-95 to cater to the increased volume of traffic flow through the county. Primarily, these establishments have located near Manning and Summerton.

Smaller towns along U. S. 301, from which I-95 has taken considerable traffic volume, have likewise not experienced any economic collapse.

Along with Lake Marion, residents consider I-95 to be an untapped economic source. Many feel that until adjoining land to I-95 is zoned as industrial or commercial, full economic impact from resulting developments will not be realized.

### Water and Sewer Facilities

The three major towns, Manning, Summerton and Turbeville, all have water and sewer lines and facilities provided to in-town residents. There are several exceptions of out of town service. One of these is the extended sewer line service from Manning to I-95 along S. C. 261.

Future plans for Manning call for water and sewer extensions along U. S. 301 south to the intersection with I-95. This proposed extension has met with some

disfavor among Manning residents as they feel that they would be absorbing the cost of the project for the rural residents. Nonetheless, such extensions would be considerably helpful in attracting industrial and commercial establishments.

Another proposed water plan for Manning includes a complete revamping of the water plant system.

The Towns of Summerton and Turbeville are currently underway with (or have recently completed) water and sewer line extensions.

Clarendon County is blessed with an abundant supply of quality water with easily accessible sources throughout the area. Thus, county leaders are hopeful that eventually rural water (and sewer) service can be extended into the rural areas not only to serve residents there (including better fire protection) but to encourage commercial and industrial growth, which previously has been hindered by the lack of such service.

Considerable information dealing with the present water and sewer systems in the county as well specific recommendations for the future can be found in two plans listed here and again elsewhere in this report: Clarendon County Comprehensive Water and Sewerage Plan (1972), and Water and Sewer Plan and Program (1972). For further information, reference should be made to these two plans.

Water and sewer facilities for the Lake Marion area are discussed separately in this report under the section: Lake Marion Development.

Miscellaneous

The following suggestions were offered by some of those persons interviewed:

- . A program designed to remove unsightly junk cars and abandoned appliances from the roadside.
- . An engineering study of the storm drainage system in Manning.
- . A possible merger of town and county governments to cut operating costs and provide maximum services.
- . Encourage the private practice of several certified public accountants (CPAs) in the county. Presently there are none.

## SUMMARY OF ISSUES, OPPORTUNITIES, LOCAL DEVELOPMENT OBJECTIVES

Even though all of the preceding problems and needs are critical to the development of Clarendon County, the ability of the county and the towns to practice maximum cooperation with each other and exert effective leadership will, no doubt, be a key factor in Clarendon County's overall development of its potential.

In terms of specific needs, there are presently unmet demands for rural fire protection, increased county-wide law enforcement, adequate low rent housing, more recreational facilities, and more job opportunities to mention a few as discussed earlier.

Opportunity wise, Clarendon County has several excellent sources. First, there is Lake Marion with its associated recreational and tourism aspects. Then there is an abundance of open land for both industrial and agricultural purposes. Interstate 95, providing a heavy tourist flow, offers Clarendon County an excellent source of additional commercialization. Development in these areas will be necessary if Clarendon County is to successfully compete with its neighboring counties.

So far, a prime limitation of the county's potential for growth has been its own inability to cope with key problems and an overall insufficient amount of operating money. The planning program recommended herein is designed to provide an effective method for the solution of the problems. Furthermore, the planning program is designed to coordinate and utilize the many public and private resources potentially available for assistance in the solution of the county's problems.

## AGENCIES WITH IMPACT ON SPECIFIED DEVELOPMENT PROBLEMS

A number of agencies, particularly in the public sector, appear to be available to provide special assistance to Clarendon County in the solution of development problems confronting the area. In regard to transportation, the Bureau of Public Roads at the Federal level, and of course, the State Highway Department are most significant. The Farmers Home Administration, possibly HUD, EDA, the Department of the Interior, and, at the State level, the Board of Health and the Water Pollution Control Authority are most likely to offer aid in the solution of problems related to the proper provision of water and waste treatment facilities. HUD and the Bureau of Outdoor Recreation of the Department of the Interior may also be in a position to provide assistance to local recreational and historical preservation efforts. At the State level, the Department of Parks, Recreation and Tourism and the State Recreation Commission can be asked to play an active role. The Department of Agriculture, and Corps of Engineers, and the United States Geological Survey are other Federal agencies which may be able to provide help relating to flood control problems and recreational possibilities.

In the fields of housing and planning, the Santee-Wateree Regional Planning Council and the Local and Regional Assistance Section of the Governor's Office are the agencies most appropriate to assist Clarendon County in the solution of its problems.

Of course there are many additional Federal and State agencies which might be expected to contribute to the physical, social and economic development of the Clarendon County area. In terms of planning and development, the State Development Board and Local and Regional Assistance of the Governor's Office are available. Also on hand are State and Federal programs related to education, aviation, law enforcement and others.

In terms of coordinating local efforts to obtain federal or state assistance in all fields, particularly those of interest to Clarendon County such as water and sewer facilities, recreation, and other areas discussed herein, it is strongly recommended that the County maintain its close working relationship with the Santee-Wateree Regional Planning Council. More than any other agency, this office can assure that Clarendon County's requests for aid in various fields are channeled to the proper state and federal agencies. However, the key to success in resolving Clarendon County's development challenges in preparing the way for a sound future in the area will be the leadership provided by local agencies. Leading the list are, of course, the Town Councils as well as appropriate elected County officials. In addition, the County Planning Commission should assume overall responsibility for the preparation of a comprehensive plan and the coordination of activities of these several agencies toward the implementation of that plan.

To conclude, there are many public agencies at all levels of government that, combined with private efforts from many areas, can be expected to contribute significantly to the County's future. The effectiveness of their contribution, however, will depend greatly on the leadership provided by the elected officials at both the Town and County levels, the coordination achieved with the Santee-Wateree Regional Planning Council and, finally, on the Clarendon County Joint Planning Commission which can assume the responsibility of overall supervision of the County's planning and development effort.

## PAST PLANNING WORK

Until recently there had been practically no organized planning activity in Clarendon County although several isolated studies have been prepared-- the Manning Reconnaissance Survey, the Clarendon County Comprehensive Water and Sewerage Plan, April, 1972, and the Santee-Wateree Resource, Conservation and Development Project Plan, 1972, which includes Clarendon, Kershaw, Sumter, and Lee Counties.

During the past year, with leadership from the Santee-Wateree Regional Planning Council, Clarendon County has organized and legally established the Clarendon County Joint Planning Commission under State Act 487 and is currently underway in their first year of planning work.

The Clarendon County Joint Planning Commission is organized as a city-county joint planning commission whereby the Towns of Manning, Summerton, and Turbeville participate jointly with Clarendon County in the planning program.

Clarendon County is one of four counties in the Santee-Wateree Regional Planning Council. This agency works closely with Clarendon County and has assisted with numerous projects including water and sewer line additions and housing problems.

Furthermore, the Santee-Wateree Regional Planning Council has prepared numerous regional and area plans. Those plans covering Clarendon County include:

Criminal Justice Improvement Plan

Historic Preservation Plan

Land Use Sketch Plan

Comprehensive Health Sketch Plan



Water and Sewer Plan and Program

Initial Housing Element and Operation Breakthrough

Law Enforcement Plan

Population and Economic Study

In addition, the Council has prepared in-depth economic studies for I-95 and Lake Marion.

## RECOMMENDATIONS FOR PLANNING ORGANIZATION

Basic to any recommendation for a local planning program is an evaluation of the organization established for planning.

Noted earlier was the fact that Clarendon County has a planning commission which is just underway with its first year planning work. As the commission is organized under Act 487, maximum coordination of planning agencies can be expected.

The Clarendon County Planning Commission is urged to work with the Santee-Wateree Regional Planning Council and the Office of Local Assistance, Division of Administration, Office of the Governor. These offices will assist Clarendon County in every way toward their planning goals.

RECOMMENDED SCHEDULE OF PLANNING WORK  
FOR CLARENDON COUNTY

Because the county has had no prior planning program, the schedule of recommended planning work set forth in this report places special emphasis on the initial, basic phase of the planning program, which is used for any county. Particularly important to the county's planning effort will be the development of suitable base maps, and land use information.

In addition, the proposed program is intended to provide a sound, long-range guide for growth and to assist the county's leaders in their day-to-day decision making. A particular emphasis has been placed upon those factors of development which the county feels to be most critical. Basic among these is the need to establish an overall policy for growth—economically, physically, socially, and culturally. Therefore, a general development plan including land use, thoroughfares, and community facilities is recommended. During the first year, this effort would be limited to the preparation of a preliminary development plan particularly oriented to land use. More detailed recommendations related to the plan could follow at a later time, as necessary. Matters related to downtown improvement and parking, for example, as well as recreation, libraries, education, and other public services could be included in the more detailed aspects of plan preparation to be undertaken later.

More immediate is the need to study Clarendon County's housing. A limited attempt at evaluating the county's problem, in the form of an Initial Housing Element Survey, is recommended as an early phase of the local planning program.

Because of the county's size and potential fiscal capacity, it is also believed that analysis of the county's governmental function would be most useful during the early

stages of the planning program. Hopefully, suggestions for improving local governmental operations might be forthcoming. This improvement could result in a higher level of local service and a more effective planning program.

Regarding citizen participation, it is hoped that county and town leaders, together with strong newspaper support, could find ways to increase and encourage interest. The Santee-Wateree Regional Planning Council and the Local and Regional Assistance Section of the Division of Administration would propose to assist Clarendon County in their local efforts. One immediate recommendation is that the planning commission schedule periodic meetings open to the public.

Thus, while the overall planning program recommended for Clarendon County over the next five years is quite broad in scope, the work suggested for execution during the first year is restricted to what are considered to be the most critical needs, namely: base mapping, a land use survey and analysis, a land use plan, and a housing element survey, as well as continuing efforts to achieve more effective citizen participation.

## THE FIVE YEAR PROGRAM

The following program of planning work elements is recommended to be undertaken in Clarendon County during the five year period from 1972 to 1977. It is understood that this program will be reviewed annually by local officials together with the Santee-Wateree Regional Planning Council and the Division of Administration and revised as considered appropriate to satisfy changing community trends. The list of program elements is designed to provide the county with an effective overall guide for growth. In addition, it places special emphasis on the community problems discussed throughout this Reconnaissance Survey.

- A. Planning Education for Local Officials (underway)\*
- B. Mapping\*
- C. Land Use Survey and Analysis\*
- D. Land Use Plan\*
- E. Housing Element\*
- F. Thoroughfare Plan
- G. Community Facilities Plan
- H. Recommended Zoning Ordinance
- I. Public Administration Study
- J. Public Improvements Program and Capital Improvements Budget
- K. Subdivision Regulations
- L. Planning Review and Revision
- M. Neighborhood Analysis

\* To be done this first year

It is proposed that the work recommended above be performed according to the following Fiscal Year schedule (assuming a fiscal year which begins on July 1 annually and concludes on June 30 of the subsequent year).

PROPOSED FIVE YEAR SCHEDULE OF PLANNING WORK  
CLARENDON COUNTY

<u>Fiscal Year</u> <u>1972-1973</u>	<u>Fiscal Year</u> <u>1973-1974</u>	<u>Fiscal Year</u> <u>1974-1975</u>	<u>Fiscal Year</u> <u>1975-1976</u>	<u>Fiscal Year</u> <u>1976-1977</u>
1. Housing Element	1. Preliminary Thoroughfare Plan	1. Zoning Ordinance	1. Community Facilities Plan	1. Public Administration Study
2. Base Maps	2. Base Maps	2. Subdiv. Regulations	2. Public Improvements Program & Capital Improvements Budgets	2. Planning Review and Revision
3. Land Use Survey & Analysis		3. Housing Studies		3. Housing Studies
4. Land Use Plan			3. Neighborhood Analysis	

This program, as well as the one year program below, was designed by Clarendon County Officials, the Santee-Wateree Regional Planning Council, and the Division of Administration and is recommended to the leadership of Clarendon County for their consideration.

## RECOMMENDED FIRST YEAR PROGRAM

Within the framework of the five year program recommended above, it is proposed that the following work elements be done in Clarendon County during the first year:

1. Housing Element
2. Base Mapping
3. Land Use Survey and Analysis
4. Land Use Plan

## Description of Work Elements

### Initial Housing Element

The Housing Element is a policy, adopted by appropriate officials, for the improvement of housing in the county. Specifically, it is a study which shall attempt to identify housing problems in the county and obstacles to improving housing conditions. Based on these problems and obstacles, the Housing Element shall establish goals and objectives for improving housing conditions, together with a program of planning and implementation activities designed to accomplish these ends. A specific three to five year schedule of planning and implementation activities, together with cost estimates, shall be adopted as policy by appropriate officials and included as part of the Housing Element.

In addition, the study shall discuss and evaluate the effectiveness of low-income housing suppliers and any local ordinance constraints on the low-income housing market.

### Planning Area Base Maps

Two sets of planning area base maps shall be drawn as follows: (1) one shall constitute a series of maps, the scale of which shall be one inch equals 400 feet; (2) the second map, which shall be a composite of the one inch to 400 feet scale maps, shall be at a scale of not less than one inch equals 1,000 feet; (3) the maps shall show corporate limit lines of all incorporated places located wholly or partly within the planning area and all county boundary lines located within the planning area; (4) the maps shall show highways, roads, streets, street names, railroad lines, airfields, shorelines, streams, bodies of water, important utility lines, major parks and recreational facilities, major institutional facilities, and such other important physical features as



are deemed necessary and/or desirable to be shown; (5) the maps shall have a north arrow graphic scale and title; (6) the maps shall be suitable for the preparation of the specialized maps necessary for other basic planning studies, elements of the comprehensive plan, and plan implementation devices and regulations; (7) the maps shall be drawn in ink or on high-quality drafting linen, cronaflex, or a material of equivalent quality from which prints can be made on standard ozalid type reproduction machines; (8) a map shall be drawn covering Clarendon County in its entirety at a scale of not less than one inch equals one mile.

To the maximum extent feasible, existing cartographic sources will be utilized, including, but not limited to, the following:

1. Tax maps showing property lines
2. Highway maps
3. Engineering maps
4. Insurance maps
5. Miscellaneous maps

Approximately eight plates would be drawn as part of the 400 foot scale base mapping program. The plates will conform to the statewide grid system and the recommended coverage is considered sufficient to include the planning area.

"Planning area" as used in this report refers to Clarendon County as a whole unless specified otherwise.

#### Land Use Survey and Analysis

a. Land Use Maps. A field survey of existing land uses in the county will be made to determine to the greatest extent possible the use of land and the condition

of structures throughout the country. Structural conditions shall be rated as good, fair, deteriorating, or dilapidated. From this field data, two types of land use maps shall be prepared: (1) the first type will be a series of maps which shall be prepared from base maps by adding lot lines from existing tax maps, if available, or apparent lot lines where they can be readily determined from existing maps or photographs, and shall show by appropriate symbol or pattern the land use of each parcel of land and the condition of all structures. Land use categories to be shown on the existing land use map shall include residential, social and cultural, commercial, industrial, wholesale, and vacant land. If it is deemed necessary or desirable for the county, some of these major categories may be further broken down into sub-categories for more detailed analysis. Land use classification systems for individual communities will be designed to meet their specific needs and must be approved by Local and Regional Assistance. To the extent feasible, swamps, marshes, and other undeveloped areas which present unusual problems for urban development shall be identified on the existing land use maps. This existing land use map (or series of maps) shall be drawn at a scale of one inch equals 400 feet on high-quality drafting linen, cronoflex, non-fading sepia prints, or a material of equivalent quality from which black and white prints can be made. (2) The second set of land use maps shall be presented on the composites prepared for each town at a scale of not less than one inch equals 1,000 feet, also on a high-quality, non-fading, opaque paper print upon which the generalized land use pattern of the affected area is shown by appropriate colors. (3) The third map shall show in generalized patterns land use for the entire county at a scale of not less than one inch equals two miles, also on high-quality, non-fading opaque paper print.

b. Land Use Analysis. The land use maps shall be measured to estimate the absolute amounts (acreages) and percentages of land which fall in each of the major land use categories both in the corporate limits and within the remaining planning area surrounding the municipality. The amount of vacant or undeveloped land which is suitable for conventional types of urban or rural development, as well as the amount of vacant or undeveloped land which presents unusual problems for urban or rural development, shall be identified. This study shall also discuss any unusual or unique land use problems which exist within the planning area.

The text of the existing land use analysis shall set forth the above information plus information on factors such as location, topography, and transportation facilities which affect the development of the planning area. Specific findings and evaluations about the amount and pattern of existing land use, adequacy of the sites used by major community facilities, and structural conditions in the planning area will be incorporated along with applicable maps, charts, and tables in a published report.

#### Land Use Plan

The Land Use Plan shall set forth a proposed land use arrangement or pattern for the planning area which will be dimensioned according to the anticipated land use requirements for the planning area two decades in the future. This proposed land use arrangement shall be designed to provide logical, convenient, and workable relationships between the various major categories of land uses. Particular attention will be given to the coordination of land planning programs and transportation planning programs.

The results of the Land Use Plan study shall be presented in the form of a textual report and a land use plan map. The report shall discuss the proposed land use

arrangement as shown on the land use map and the factors considered in arriving at the proposed land use arrangement. Among the factors to be discussed in the Land Use Plan report shall be existing land uses; topography, general subsoil characteristics, and utilities to serve the various sections of the planning area, public transportation facilities, existing plans for schools and recreation facilities to meet present and anticipated future needs; and land requirements for various use in the planning area.

The determination of future land requirements in the planning area shall be discussed on the basis of such factors as the present and anticipated future populations and the population densities and characteristics in the planning area; the existing economic base characteristics and potentialities for economic growth in the planning area; and established space requirement standards for the planning area.

The Land Use Plan Map shall show the locations and extents of areas proposed for the various categories of residential, commercial, and industrial land uses and for the public and semi-public land uses through the use of symbols, patterns, or colors. The maps shall also show thoroughfares, other types of transportation facilities, and other major physical features and facilities.

Two Land Use Plan Maps of the planning area shall be prepared at a scale of not less than one inch equals 1,000 feet. One version of this map shall be prepared on high-quality, non-fading, opaque paper print upon which the various proposed future land uses shall be shown through the use of colors. A second version of this map shall be prepared on high-quality drafting linen, cronaflex, non-fading sepia print, or a material of equivalent quality from which black and white prints can be made. Proposed future land uses shall be shown on this second map through the use of symbols or patterns.

### Costs and Schedules

It is recommended that the work program set forth above be scheduled for completion within one year after the initiation of the project. Following is an estimated cost schedule:

<u>Plan Element</u>	<u>Estimated Cost</u>
1. Housing Element	\$ 2,746.00
2. Base Maps	6,000.00
3. Land Use Survey & Analysis	3,276.00
4. Land Use Plan	<u>3,004.00</u>
Total Cost	\$15,026.00

The county has been advised of federal assistance available in the financing of its local planning program under the provisions of Section 701, Housing Act of 1954, as amended. Based on the use of this program, the above work schedule could be financed according to the following schedule:

Federal Cost:	\$11,270.00
Local Cost:	<u>3,756.00</u>
Total Cost:	\$15,026.00

It would be noted that the above ratio assumes three-fourths participation by the federal government, and one-fourth participation by Clarendon County. The county qualifies for this funding because it has been classified as eligible by the Economic Development Act of 1965.

### Staff Needs

Clarendon County presently has no professional planning staff capability at the local level and no reason to expect any in the foreseeable future because of the general shortage of planners nationally and local financial limitations. For this reason, it will be necessary to provide such planning assistance from outside sources. At the present time, it is anticipated that continued planning services, if requested by the county, will be furnished by either the staff of the Santee-Wateree Regional Planning Council or a consulting firm.